



MINISTRY OF EDUCATION

WORKING PARTY  
ON  
Grants to  
Training College Students



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# WORKING PARTY ON GRANTS TO TRAINING COLLEGE STUDENTS

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\* These members joined the Working Party after the second meeting.

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# REPORT OF THE WORKING PARTY ON GRANTS TO TRAINING COLLEGE STUDENTS

## I. INTRODUCTION

1. We were appointed in January, 1954, by your predecessor in response to a proposal made jointly by the Association of Municipal Corporations, the County Councils Association, the Association of Education Committees and the London County Council, that a Working Party should be established "to work out

- (a) the costs which students at training colleges are called on to meet and which are known to vary substantially and merit examination ;
- (b) the amount which parents or students should be required to contribute ;
- (c) the distribution of the balance over all Local Education Authorities, and
- (d) the reduction of the range of " incidental expenses " ."

2. Your predecessor, in making it clear that she could not entertain any suggestion for relieving Local Education Authorities of their present responsibility for sharing this expenditure with the Exchequer in the usual proportions, agreed that these considerations should form the basis of our work and we have accordingly regarded them as our terms of reference.

3. As originally constituted, we comprised representatives of the three Associations mentioned above and of the London County Council, a representative of the Welsh Joint Education Committee and officers of the Ministry of Education. As so constituted, we found ourselves at a disadvantage, through the absence of any women members, in considering matters affecting a body of students where women are in a substantial majority. We were therefore glad that Miss H. M. Simpson and Miss M. E. Nicholls, H.M.I., were able to accept an invitation to join us after our second meeting.

4. We have held seven meetings and, in addition to the replies to an enquiry which we ourselves instituted among training colleges, we have received written evidence from the Association of Teachers in Colleges and Departments of Education. The Ministry of Education also drew our attention to a memorandum submitted to them by the National Union of Students. We have had the benefit of a discussion with representatives of the Association of Teachers in Colleges and Departments of Education ; their deputation included representatives of the Association of Principals of Recognised Training Colleges of Domestic Science and the Association of Principals of Physical Training Colleges.

## II. DESCRIPTION OF THE PRESENT SYSTEM

### (a) General

5. A brief survey of the present arrangements for assistance to students at training colleges may help to explain both the occasion for our appointment and the significance of our terms of reference.

6. The students with whom we have been concerned are those training for the teaching profession at training colleges which are recognised under the Ministry of Education's Training of Teachers Grant Regulations. There are altogether 109 general training colleges maintained either by Local Education Authorities or by voluntary bodies. All the men's colleges and most of the women's offer a two-year course of training. In addition there are 13 women's three-year colleges which offer a specialist housecraft course (these courses are also available in six general colleges) and six women's three-year colleges which offer a specialist course in physical education\*. The total number of students in attendance is rather more than 24,000 of whom about 19,000 are women and 5,000 men. Young women normally enter upon their training at the age of 18; the minimum age of admission for men is the same, but young men normally proceed from school direct to National Service, entering training colleges at about 20. A small number of students embark upon training at a rather older age, often after a period of employment in some other career. Students are generally regarded as still dependent upon their parents for the duration of their training unless they can establish, usually by reference to a substantial period during which they have earned their own living, that this classification is no longer correct. With very few exceptions, training college students are grant-aided under the Ministry's Regulations as described below.

### (b) Tuition and Boarding Grants

7. Before 1946, recognised students both at voluntary colleges and at colleges maintained by Local Education Authorities were charged fees which represented part of the costs of tuition and boarding. Some Local Education Authorities assisted students living in their area to attend a training college by offering grants towards the whole or part of these fees; others made loans to students for this purpose which were due to be repaid after the student had begun to earn a salary as a teacher. These grants and loans were often conditional upon an undertaking by the student to teach in the area of the Authority concerned after completing his training. The costs of voluntary colleges, apart from the income from fees, were met by direct grants at fixed *per capita* rates from the Ministry; the corresponding costs of colleges maintained by Local Education Authorities were shared equally between the Ministry and the Local Education Authority concerned, in accordance with the general arrangements then in force for grants in respect of higher education.†

8. In 1946 certain important changes were introduced into the arrangements for grant-aiding students and colleges, and the system then devised is still current, with a few minor modifications. Under the Ministry of

\* There are also 3 technical training colleges which train older students mainly for work in technical colleges and other kinds of further education, and 16 one-year courses of teacher training for students with certain advanced art qualifications, which are located mainly in Schools or Colleges of Art, but are recognised under the Training of Teachers Grant Regulations.

† Authorities providing training colleges received an "additional grant" not exceeding £70,000 annually, which was contributed by the remaining Local Education Authorities.

Education Training of Teachers Grant Regulations tuition is now free to all recognised students and the amount payable towards the cost of board and lodging is limited to a contribution based on parental net income in accordance with the uniform scale and conditions set out in Appendix A and commonly known as a "student's contribution"\*. The maximum contribution payable at any one college is the full approved boarding fee for that college. These fees are closely related to actual boarding costs and so vary somewhat from one college to another. Day students are eligible for a "day maintenance grant" at a maximum annual rate of £70, subject to the deduction of a "student's contribution" under the same arrangements; this is intended as a contribution towards the student's keep at home during the period of the course.

9. Apart from the income from students' contributions, the running expenses of the training colleges are met from public funds. Tuition and boarding costs of voluntary colleges are met wholly by direct grants from the Ministry, while the expenditure of Local Education Authority colleges is grant-aided as to 60 per cent by the Ministry. The remaining 40 per cent is borne by local rates, the cost being distributed among all Local Education Authorities according to the respective sizes of their school population in recognition of the national character of the teacher training service. This financial distinction between the two types of college does not affect individual students; we mention it here only because of its relevance to the distribution between the Exchequer and local rates of the additional cost of the proposals which we make later in this report.

### **(c) Other Expenses**

10. Since 1946, therefore, a uniform and comprehensive system of grants has been in force for the basic costs of training, i.e. tuition and boarding, and students have been relieved of the need to seek assistance towards these expenses from their own Local Education Authorities. However, in addition to the cost of tuition and board, whether at college or at home, a student necessarily incurs other expenses during his course of training, for help with which he has to look to his "home" Local Education Authority. These expenses are of two main types. The first are those arising directly from the demands of the course itself, including books, stationery, special clothing and equipment for practical work and physical education. Without this expenditure the student cannot effectively pursue his course or equip himself for his chosen profession. Secondly, there are those expenses which arise in the ordinary course of daily life which the student must incur equally with any other young man or woman. He needs, for example, to buy clothes for everyday wear and to have a certain amount of pocket money to meet small necessities such as shoe repairs and bus fares, and to enable him to take a normal part in the social life of the college and the cultural and recreational amenities of its neighbourhood. There are in addition the general living expenses of students during vacations, and the cost of travelling to and from college.

11. These expenses have come to be generally known by those connected with the training of teachers as "incidental expenses". For the purpose of this report, however, we regard the term "personal expenses" as a more appropriate collective title, provided that it is understood to cover the whole range of expenses mentioned in the preceding paragraph.

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\* The lower limit of the income scale was originally fixed at £300; it was raised to the present figure of £500 in 1951.

### III. CRITICISMS OF THE PRESENT SYSTEM

12. In 1946 it was generally expected that the revised arrangements for tuition and boarding would enable most parents to meet the cost of a student's personal expenses without undue difficulty. It was acknowledged that special assistance towards these expenses might be needed in some individual cases, but it was expected that expenditure by Local Education Authorities on this account would be considerably less than they had hitherto incurred on grants towards tuition and boarding fees. Local Education Authorities were accordingly left free to make their own individual arrangements for assistance towards the cost of personal expenses for students for whom they were responsible.

13. It is perhaps natural that the improvements effected in 1946 should subsequently have come to be taken for granted by students and their parents. By contrast these personal expenses have, during the same period, come to play an increasingly prominent, and often irksome, part in the student's budget, for several reasons. In the first place they have been affected by the quite general rises in prices which have been taking place, and the range of materials and equipment, which students require for their work has itself been extended in conformity with changing methods of education, which lay increasing emphasis upon practical work and upon the use of teaching aids which students learn to make for themselves. Again, the rapid increase in post-war years in the number of students recruited annually to training colleges has presented opportunities for training to many more young men and women from homes of limited means.\* Now that books, games equipment, etc. are generally provided for the free use of pupils at secondary schools, it may come as an unwelcome surprise to many parents that these items have to be provided by students themselves when they enter a training college.

14. Many Local Education Authorities have recognised the increasing needs of training college students for assistance towards their personal expenses and have modified their arrangements in recent years. Nevertheless, the present system has been the object of a growing volume of criticism from students and their parents, schools, training colleges and Local Education Authorities themselves. The two major grounds of criticism are that these grants are mostly quite inadequate and that the variations of practice among Authorities are indefensibly wide, when contrasted with the uniform and comprehensive arrangements for meeting the cost of tuition and boarding.

15. The gross cost of grants made by Local Education Authorities for personal expenses is at present about £510,000, of which the Exchequer meets some 60 per cent through the operation of the normal grant system. Grants are made to about 60 per cent of all students and in the financial year 1952-53 the average size of a grant was rather over £30. The maximum grant payable usually ranges between £20 and £50, but sometimes exceeds £80. Additional grants are sometimes made towards the travelling expenses of students. The first criticism is that these rates are generally inadequate, and that some suitable candidates are deterred from entering upon a course of training, while others manage to complete their course only at the cost of considerable hardship to themselves and their parents. Moreover their progress during training is often adversely affected by uncertainty about their resources and by enforced parsimony in their outlay on books and other necessary items. They are also restricted by lack of means in their opportunities for engaging in those social and cultural activities which should play an important part in the all round development of their personalities.

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\* About 60 per cent. of all training college students are now exempt from a student's contribution under the Ministry's existing income scale.

16. The second criticism concerns the wide variations among Local Education Authorities in the amounts of assistance they offer and their arrangement for relating grants to income. The range of maximum grants has already been described in paragraph 15. In relating grant to parental income many Authorities take the view that their function is to supplement the system of grants under the Ministry's Regulations and they accordingly limit their assistance to students with net parental income\* below £500, who are not required to pay a student's contribution towards their board and lodging. Indeed, under the schemes of some 30 of these Authorities, a parental net income somewhat below £500 may be sufficient to disqualify a student from receiving any assistance towards personal expenses. About half the total number of Local Education Authorities, on the other hand, make grants to students whose parental net incomes exceed £500, even though these students are at the same time required to pay a student's contribution under the Ministry's regulations, and the scales of some 15 Authorities provide for grants at net incomes exceeding £900. One or two Authorities do not exercise their powers to make these grants at all, and a few offer loans, either instead of grants or in conjunction with them. Variations of this kind naturally existed from the first among arrangements devised individually by different Local Education Authorities; they have subsequently been accentuated by the adjustment which many Authorities have since made in their schemes from time to time in recognition of the growing burden of personal expenses upon training college students. Variations of practice among Local Education Authorities may not in general appear in sharp relief when their effects are confined to their own area; at a training college, however, which draws its students from many parts of the country, wide difference of treatment of students in similar financial circumstances can hardly fail to arouse considerable resentment, since these differences appear to rest quite arbitrarily upon the accident of the location of a student's home.

17. In both these respects the financial position of training college students compares unfavourably with that of students at Universities who are being assisted either by the Ministry or by Local Authorities. The Ministry's assistance to State Scholars rests on a standard system of grants which at their maxima not only cover tuition fees, board and lodging, but also extend to the students' personal and vacation expenses at rates fixed after consultation with the Universities and Local Education Authorities. The term "standard figure of maintenance" is usually employed to denote the maximum rates of the combined grant for board and lodging (at a college, hostel, lodgings or at the student's home) and for personal expenses. The Ministry's scale for the assessment of parental contributions in respect of State Scholars is set out in Appendix A.† This may at first sight appear to be more stringent than that applied to training college students, but if it is borne in mind that the assistance available to a State Scholar, at the maximum, is far more generous than the free tuition, board and lodging which represent the maximum grant available under the Ministry's Regulations to a training college student, it will be clear that at any level of income the State Scholar fares much better than his training college counterpart. Nearly all Local Education Authorities have now adopted for their own awards to University students the rates applicable to State Scholars and a similar income scale. By contrast with the grants for the personal expenses of training college students, the general pattern of grants to University students is accordingly one of relatively adequate and uniform assistance.

\* i.e. income after the deduction of certain charges and allowances. Local Education Authorities' schemes vary in this respect also; some 20 follow the Ministry's practice set out in Appendix A.

† See Note on page 27.



18. The favourable position which the general body of University students occupies by comparison with training college students has, since 1951 extended also to post-graduate students who take a course of professional training at a University Department of Education, even though, as intending teachers, they are assisted under the same body of Regulations as are training college students. Until that year the grants available to these post-graduate students under the Ministry's Regulations were limited at maximum to tuition fees and boarding costs, and many of them had pursued their degree courses with similar grants under the system of four-year grants for intending teachers. When that system was abolished in 1951, grants to students taking professional training at Departments of Education were raised to the State Scholarship level, in recognition of the fact that post-graduate students at Departments of Education would henceforward have been assisted during their degree course by their Local Education Authorities and would thus have become accustomed to grants of this order.

19. Local Education Authorities for their part point out that, while the rate-borne share of the cost of maintaining training colleges is treated as the joint responsibility of all Local Education Authorities, the rate-borne share of the cost of helping students with their personal expenses, which may with equal justification be regarded as part of the total cost of teacher-training, falls entirely upon the individual Authority which incurs this expenditure.

20. From the outset it was common ground among the members of the Working Party that Local Education Authorities' present arrangements for grants towards the personal expenses of a training college course were vulnerable to complaints of unjustifiable variation. Their general inadequacy, the second main ground on which those grants are criticised, was also amply confirmed by our investigation of the amount of those personal expenses. These criticisms, taken as a whole, constitute a formidable challenge to the present system and leave no doubt that it stands in need of a thorough overhaul. We have accordingly had no hesitation in undertaking a comprehensive review of the problem of the personal expenses of the training college course in all its aspects. In so doing we have had constantly in mind the present system of awards, both from the Ministry and from Local Education Authorities, to University students, a system which owes much to the Working Party on University Awards of 1948 and to the triennial conferences at which the standard figures of maintenance have been reviewed. Our object has been to devise a system for training college students which will bear comparison with the system of local and state awards at Universities as being both adequate in its provisions and uniform in its application.

#### **IV. ENQUIRY INTO COST OF PERSONAL EXPENSES**

21. Our first task was to form some idea of the usual cost to a training college student of the personal expenses of his course, and we sought detailed information on this question from the authorities of all training colleges. Their replies provided us with a wealth of information on this matter, for which we were extremely grateful.

22. The predominant impression which we gained from a perusal of these replies was of an unexpectedly wide range of variation among the estimates both for personal expenses taken as a whole and also for particular items

such as clothing. Since we were endeavouring to establish a uniform system of grant for personal expenses we thought it necessary as a first step to investigate the reasons for this somewhat surprising diversity. It soon became clear that much of it arose only from different methods of completing our questionnaire. Some colleges, for example, based their return on information obtained from individual students, while others relied mainly on the judgment and experience of their teaching staff. Again, some colleges' estimates were influenced by the often inadequate resources at present at the disposal of their students, while others included all that they considered desirable without close regard to cost.

23. For those expenses which are not strictly related to the course of training (e.g. pocket money) it was natural that the estimates offered should largely reflect the judgment of those responsible for them. So far as expenses arising directly out of the course are concerned, after allowance had been made for the factors mentioned above, the remaining divergences are likely to reflect actual differences in the practices and standards of the different colleges.

24. Colleges vary widely in their interpretation of their responsibility for providing tuition, board and lodging. Certain marginal items, such as bed-linen and games equipment are sometimes included within the scope of either boarding or tuition, in which case they are provided by the college. Other colleges take a different view and require students to provide some or all of these items for themselves. These differences in the practice of the colleges were largely responsible for the wide variations noted above in colleges' estimates of their students' expenditure.

25. We formed the opinion that such a wide diversity of practice was undesirable both because it might foster a sense of unfairness as between one student and another at different colleges and also because it presented an unnecessary and avoidable obstacle to the introduction of a system of uniform grants for personal expenses. We are aware that these differences of practice may reflect traditions which have grown up over the span of a college's existence and which serve to mould its character as a corporate institution, and for this reason we should not wish to see a rigid uniformity of practice imposed upon colleges. We are convinced however that the time has come when the colleges should jointly review their arrangements in this respect with a view to adopting broadly similar practices in the division of expenditure between themselves and their students. In particular there is no longer any justification for requiring students to provide their own bed linen, or to supply their own cutlery and crockery, except for personal use in their own rooms. The representatives of the Association of Teachers in Colleges and Departments of Education with whom we discussed this question concurred generally with our view and, with their assistance, we offer a guide to a possible distribution of expenditure in Appendix B.

26. Differences in standards were revealed by the varying estimates of cost which colleges gave for essentially similar types of expenditure. There was in particular a general tendency for the estimates provided by the women's three-year specialist colleges for any given item to differ as a whole from comparable estimates made by the two-year colleges. Once again we think there is room for close approximation to common standards and accordingly commend this to colleges as a suitable matter for joint review.

## V. PROPOSALS FOR A STANDARD RATE OF GRANT

27. Since the great majority of students—some 20,000—attend general colleges for a two-year course of training, we attempted in the first place to assess an appropriate level of grant towards the personal and vacation expenses of these students. Other courses, whose differences of length or scope raised special problems, are treated later in this report on the basis of our assessment of the two-year student's needs.

28. We envisage a grant which would make provision for both personal expenses and vacation costs, but we considered these two elements separately since different questions arise on each. For personal expenses we accept the view that a sufficient grant should be available, at the maximum, to cover the essential needs of a student of no means, i.e. one who comes from a family whose income is too low for any parental contribution to be demanded. It proved however to be no easy task to decide upon a figure which represents fairly the annual cost to a student of essential items of personal expenditure at a reasonable standard of requirements and of cost. The extremely wide divergences among the colleges' own estimates, to which we have already drawn attention, limited their usefulness as an indication of a normal level of expenditure even after we had discarded the more extreme estimates at either end of the scale of costs and had considered only a middle group, comprising half the total number and ranged on either side of a median figure of £75. We realised too that these estimates, and those provided by the National Union of Students' memorandum and the Association of Teachers in Colleges and Departments of Education, based as they naturally were on present conditions, reflected the practice of certain colleges of asking students to provide items which in our opinion the college itself ought to furnish. Our own assessment, on the other hand, necessarily assumed the general adoption of the division of marginal expenditure between the students and the college which we have recommended above.

29. Having used these varying estimates, so far as their limitations would allow, to assess a reasonable level of maximum grant for a training college student's personal expenses, we then thought it necessary to look at the grant available to a university student for a broadly similar range of expenses. As we have already noted, the standard figures of maintenance for university students, which are currently under review, make provision for expenses of this kind in addition to the cost of a student's board and lodging or of his keep at home as a day student. The amount of grant actually remaining at his disposal for personal expenses will however vary according to the amount he is required to pay from his total grant towards his board and lodging. Resident training college students, on the other hand, who receive board and lodging in kind are not affected by changes of cost at their own college nor by variations as between one college and another. Any exact comparison therefore between their circumstances and those of University students was impossible, but we think it generally true that the personal expenses of a training college course are somewhat lower than those of a university course, and were glad to note that our witnesses from the Association of Teachers in Colleges and Departments of Education were ready to accept this view. On this basis, we were confirmed in our view that the figure which emerged from our evidence of costs represented a reasonable assessment of the maximum grant towards the personal expenses of a training college course.

30. For vacation expenditure we did not consider it appropriate to proceed by trying to ascertain the actual cost to a student of his keep

during the vacation. The great majority of students are still members of a family or of some other settled household for whose maintenance they are not responsible, and we consider it reasonable that their families should generally be expected to contribute towards their support, in the family household, during vacations. We think however that the total grant should include some element towards the vacation maintenance of a student, and we note that the current standard annual rate for a University student, whose vacations are rather longer than those at a training college, is £20.

31. We are aware that certain students cannot look to the kind of family support which we have described. For most of these some form of vacation work such as is commonly undertaken by students will no doubt be both possible and necessary; for a few it may be necessary to make some exceptional provision.

32. On the basis of the available evidence and in the light of the considerations mentioned above we have reached the conclusion that a total grant throughout the period of the two-year course of £160, as the maximum appropriate to a student of no means, should both adequately provide for necessary personal expenses and also include a reasonable contribution towards the student's maintenance during vacations. We accordingly recommend that this figure should be generally adopted as the standard maximum grant in place of the diversity of figures now used by Local Education Authorities. We attach the utmost value to the achievement of uniformity in this respect; nevertheless, we recognise that Authorities may occasionally encounter a student whose family circumstances manifest a degree of hardship and distress which call for some exceptional treatment. Our proposals for the division of the amount of £160 between the two years of the course are set out below in paragraph 36.

33. Our proposed standard grant makes no provision for the cost of travel between home and college since it is neither possible nor appropriate to provide for this expenditure at a standard rate. Instead, we recommend that for a student of no means, the standard grant for personal expenses should be increased by an amount assessed in each individual case as sufficient to cover the ascertained cost of travel between home and college at the beginning and end of each term. Day students who live at any considerable distance from the training college should also be eligible for a similar allowance towards the cost of their daily journeys between home and college. At present the maximum rate of day maintenance grant (£70) allows for some expenditure on this score; our proposals would remove the need to provide for expenditure of this kind in any subsequent revision of the maximum rate of that grant.

34. We recommend that the standard rate of grant should be subject to periodical review and that this review should take place triennially at the same time and by the same machinery as the review of the University standard figures of maintenance, in order to preserve the relationship between the two types of grant which we regard as an important aspect of our proposals. The figure of £160 which we recommend as the maximum standard grant towards the personal expenses of a two-year course is related to recent estimates of present actual costs and should thus remain valid until the end of the next triennium, i.e., 1958.

## VII. INITIAL GRANTS

35. Our evidence indicates clearly that a student's expenses are far from evenly divided between the two years of his course. He naturally incurs heavier expenditure in his first year when he has to buy much of the clothing and equipment which will last him through his course and will sometimes be of service to him also as a teacher. Moreover, he is required to purchase many of these initial items before he begins his course, and our own experience confirms the evidence of our witnesses that this initial expenditure may represent a burden of formidable proportions to a family of limited means who are determined to send their son or daughter to college properly equipped. Indeed, the prospect of incurring this expenditure may well deter some candidates from accepting the offer of a place at a college.

36. In considering what was an appropriate level of total grant we took into account the whole of a student's personal expenditure during his course, including this initial outlay. For certain purposes, for example, in determining appropriate maximum grants for other types of course, it is convenient to express this as an average annual rate of £80, but, in order to conform more closely with the actual pattern of a student's expenditure for a two-year course, we recommend that £30 of the total grant should be paid as an initial allowance before the student enters college, the rest being paid in two equal annual instalments of £65.

37. Local Education Authorities normally require a certificate of attendance before they are willing to disburse grants, and it is for this reason that grants are not at present payable until after the beginning of the course or session. We suggest that Local Education Authorities should pay the initial allowance on receipt of a certificate of acceptance from the college a few weeks before the course is due to begin. This would be issued only when any outstanding conditions of acceptance, such as the passing of necessary examinations, had been finally disposed of. Local Education Authorities should attach to their grants the condition that the initial allowance must be repaid if the student does not in fact take up his place in college.

## VII. CERTAIN SPECIAL COURSES OF INITIAL TRAINING

38. We next considered the needs of women students attending three-year specialist courses in housecraft or physical education. An extension of our proposed standard grant at its average annual rate of £80 over a three-year course would produce a total grant of £240, but we were asked by representative Principals from the colleges providing these courses to recommend a higher annual rate, both because of the additional length of those courses and because of their heavier demands upon the student for clothing and equipment required for the advanced study of the special subject.

39. Where, as must often be the case at present, the student's grant is inadequate for her needs, the burden falling upon the parents is cumulative in effect and the additional year may well impose a severe strain upon their resources. On the other hand, provided that the annual level of grant is sufficient in itself, the additional year should not of itself present any special financial problem. Indeed, the third year's expenditure is likely

to be less than the average calculated over a two-year course since that average takes into account not only the expenses incurred at a steady rate throughout the course but also the heavy initial costs of outfitting the student which are incurred either before the course begins or during the first year and are mainly non-recurrent. A continuation for the third year of the average rate of annual grant for a two-year course should thus in itself allow a small margin for additional expenditure.

40. A higher annual rate for a three-year course can accordingly be justified only if it is clear that the nature of the student's work demands a substantially higher level of expenditure on essential equipment, clothing, etc., than is necessary for the two-year student. Our evidence left us in no doubt that students taking these three-year specialist courses are in fact required to spend more on those items than the normal two-year student. It was naturally more difficult to establish how much of this expenditure was both quite indispensable and clearly additional to the needs of the two-year colleges. So far as we could ascertain the expenditure which falls unmistakably into this category at a housecraft college is that devoted to the purchase of protective clothing (e.g. overalls for cookery and housework), while at physical education colleges it is that incurred in the purchase of games equipment for the wide variety of games in which the teacher of physical education must necessarily be proficient and of a correspondingly wide range of clothing for the many and diverse types of physical activity which occupy so large a part of the student's training.

41. We had also to take into account that, while the special subjects of these three-year courses are pursued intensively to an advanced level, certain other subjects may receive less attention, in proportion to the length of the course, than they do at a two-year training college. The additional expenditure to which we have drawn attention above is thus likely to be counter-balanced at least in part by savings on other items, though these may not admit of any close estimate.

42. We have reached the conclusion that a total grant of £240 over the course of three years would be adequate as a maximum grant for a housecraft student. This grant will be sufficient to provide an initial allowance of £45, in recognition of the heavier initial outlay incurred by these students, together with three annual instalments of the same size as we have recommended for two-year students, i.e. £65.

43. For three-year women students of physical education we consider that the inescapable additional expenses are sufficient to justify a slightly higher total grant over the three years. Since the additional costs will be incurred in the outfitting of the student we recommend that at the maximum the initial allowance for these students should be £55, the annual grants again being at the rate of £65.

44. It was suggested also that certain students, who during a two-year general course, make a special study of, e.g., handicraft or physical education had a claim to a special rate of grant for their personal expenses. It is no doubt true that students pursuing such subjects at an advanced level need to buy special tools, materials or equipment. All two-year students, however, pursue some subjects to an advanced level and the expenditure on books by a student who chooses, for example, history or mathematics is likely to exceed substantially that required of a student whose special subject is of a mainly practical nature. Moreover, our proposed standard annual maximum rate is itself based on evidence about the needs of two-year course students as a whole, irrespective of the special direction which



their courses may take. Different rates for different special subjects within a two-year course would complicate the administration of the system both in regard to the assessment and payment of grants and also because there would be no simple and precise means of determining the eligibility of individual students for a special rate. These administrative difficulties, while not in themselves decisive, require a particularly strong case to be established for the special treatment of certain groups of students within the two-year colleges and, for the reasons given above, we are not satisfied that such a case exists.

45. We have so far been concerned with students who attend the normal two-year and three-year courses at training colleges. There are in addition certain groups of students whose courses of initial training occupy only one year, and for these students we recommend that the maximum rate of grant for personal expenses should be that appropriate to the first year of a two-year course, i.e., £95. The students we have in mind include the following groups:—

- (a) While the professional training of graduates is mainly undertaken by University Departments of Education, some training colleges also offer post-graduate one-year courses to a small number of students, now about 200 annually, some of whom will also have spent their undergraduate years in the colleges.\*
- (b) About 400 students who have obtained certain advanced qualifications in art are admitted annually to special one-year courses of professional training, leading to an Art Teachers' Certificate or Diploma, at a number of Schools and Colleges of Art which are recognised for this purpose under the Regulations for the Training of Teachers.†
- (c) A small number of students, who enter upon their training rather later than the usual age, are allowed to complete a course at a general training college in one year instead of two, in recognition of their previous education, experience and attainments in the career which they have hitherto followed.
- (d) About 270 rather older students with industrial or commercial experience and qualifications enter Technical Training Colleges each year for a one-year course.

46. Under the Ministry's Regulations, grants to students in the first two of these classes, in common with training college students generally, do not extend beyond free tuition and assistance towards board and lodging subject to a student's contribution. Graduates at training colleges are accordingly under a disadvantage, by comparison with their counterparts at University Departments of Education, which our proposals are designed to remove.

47. Additional grants paid directly by the Ministry and providing for a student's dependants as well as for his personal expenses are already available under certain conditions to students over 25 years of age who are admitted to one-year courses of initial training. All students admitted to Technical Training Colleges are in practice eligible for these additional grants by virtue of the conditions of admission to that course, and so are many

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\* There is also a very small number of students, at three colleges, who take a three-year course combining work for a degree with general professional training.

† A few courses of this kind are held at University Departments of Education, and we recommend that students attending these courses should receive the grants at the rate appropriate to a post-graduate student at a Department of Education.

of the older students who are exceptionally allowed to complete a course of general training in one year. We note that the rates of grant for these students' personal expenses vary somewhat at present according to the type of course they attend, and our recommendation is thus intended to replace these varying rates by a single uniform rate of grant.

## VIII. COURSES OF FURTHER PROFESSIONAL TRAINING

### (a) Special Courses for experienced serving teachers

48. A small number of teachers are specially selected each year to attend one-year advanced courses at training colleges and University Departments of Education which are mainly devoted to the study of some broad general aspect of educational theory and practice, and are designed to equip experienced serving teachers for responsible posts in the educational service. Grants are already available to these students for their personal expenses and for their dependants under similar terms and conditions to those described in the preceding paragraph.

### (b) Supplementary Courses

49. Supplementary courses of a year's duration are the principal form of full-time advanced training; they afford the trained teacher an opportunity for the more advanced and intensive study of a particular subject such as Art, Music, Mathematics or Science for which he may have a particular aptitude and interest. These courses are available either immediately upon the completion of the normal training college course (for "continuous" students) or after some years' experience in teaching (for "deferred" students). They are held in training colleges, University Departments of Education and in other institutions such as schools and colleges of art and music whose main functions lie outside the sphere of teacher training. Students attending these courses, whether as continuous or deferred students, are at present eligible for free tuition, and assistance towards board and lodging on the same terms as the general body of training college students and, like them, must look to their "home" Local Education Authorities for assistance towards their personal expenses. Some serving teachers attending as deferred students are seconded by their employing Local Education Authorities on salary. These students receive free tuition but are expected to meet their own boarding costs and their personal expenses from their salary.

50. For students who proceed directly to a supplementary course on completion of their initial training we regard a maximum standard grant for personal expenses of £65, equivalent to that for the third year of a three-year course, as generally appropriate since these students should not need to incur any substantial expenditure on initial outfitting for what will in effect be a third year of training. Where these courses are held at University Departments of Education, however, we recommend that these students should receive grants at the rate appropriate to post-graduate students who are taking the one-year course of professional training at a Department.

51. The main difficulty which confronts the teacher who contemplates taking a special course for experienced serving teachers or a supplementary course as a deferred student after some years of teaching service is often not so much the expense directly arising out of the course as the need to provide for his domestic responsibilities during a year in which he will not be earning. In our view the only fully satisfactory form of financial assistance



for these teachers is secondment on salary for the duration of their training, and we accordingly recommend that this practice, which is now employed occasionally, should be generally adopted by all Local Education Authorities for teachers in their employment who are accepted for these courses. Teachers so seconded should continue to receive free tuition and to meet the cost of boarding and personal expenses from their salary.

52. We should be glad to see this method of assistance extended also to teachers from non-maintained schools who attend courses of this type. We recognise however that this may be impracticable, especially if the teachers concerned are taking this training with a view to equipping themselves for a post within the system of maintained schools. We accordingly recommend that grants should continue to be available for those teachers for whom secondment on salary is impracticable, and that the maximum rate of such grant for personal expenses should be £95, except for courses held at University Departments of Education where students should receive grants at the rate appropriate to post-graduate students who are taking the one-year course of professional training at a University Department of Education. We also recommend that the allowances for dependants which are already available, under certain conditions, for students taking a special course for experienced serving teachers, should be extended on similar conditions to deferred supplementary course students, other than those seconded on salary.

53. A few training colleges also provide shorter courses of further professional study lasting one term, and certain advanced part-time courses provided by University Institutes and Departments of Education for serving teachers may include a similar period of full-time study. It is already open to employing Local Education Authorities to second teachers on salary to attend these courses and we recommend the general adoption of this method of assisting teachers to attend these courses.

## IX. RELATION OF GRANTS TO PARENTAL INCOMES

54. We have so far concerned ourselves with the needs of the student whose parental income is too low for any contribution towards the cost of his personal expenses to be reasonably demanded. We now turn to consider to what extent such a contribution should be required and by what method it should be assessed.

55. Local Education Authorities' present arrangements for grants towards personal expenses display a considerable variation in the methods used for assessing parental contributions. Most Local Education Authorities' schemes of assistance are couched in terms of amounts of grant available at given levels of income. A few Local Education Authorities however fix a standard rate of grant at different rates for different types of course, and determine the grant actually payable in each case by deducting from this figure a parental contribution assessed according to an income scale. Whichever method is used the level of income at which the grant payable begins to be reduced may vary from £100 to £950, and similarly the income level at which the grant is entirely extinguished may range from below £500 to over £1,000. In addition a variety of rules is employed for determining net income for the purpose of these assessments.

56. It must also be remembered that, in addition to an assessment of the kind described above, parents are required to contribute towards the boarding

costs of the student in accordance with the Ministry's standard scale (Appendix A). This begins to operate only when net income exceeds £500, a point at which many Local Education Authorities have ceased to offer assistance towards personal expenses. Authorities who adopt such an upper limit commonly do so because they consider it unreasonable for a student to receive a grant towards his personal expenses and to be required at the same time to contribute towards the cost of his board and lodging at a training college.

57. It is clearly desirable that a system of standard grants for personal expenses should be accompanied by a uniform method of assessing parental contributions. It is equally desirable that there should not be two unrelated scales, the one for personal expenses and the other for board and lodging. For this reason it is preferable that grants for personal expenses should be related to parental means by the second of the two methods described above, i.e. the adoption of an income scale by reference to which an appropriate parental contribution may be calculated, since this is the method now used for contributions towards board and lodging. Its adoption for personal expenses grants would enable the arrangements for both types of grant to be assimilated into a single scale continuously graded from its lower limit, at which the full rate of grant for personal expenses would be payable in addition to free board and lodging, to the point at which the total contribution due, at a substantial level of income, would be such that the student was eligible for free tuition only. Under such a unified arrangement the parental contribution would act in the first instance to reduce the amount of grant payable for personal expenses and a contribution towards boarding costs would fall due only when the assessed contribution exceeded the maximum of the grant for personal expenses.

58. It became clear to us that, after making such allowances as are necessary for the differences between the grant systems in force at Universities and training colleges, the concept of a unified and comprehensive income scale which we saw to be a desirable concomitant of our proposal for standard grants for personal expenses was closely paralleled by the existing arrangements for the assessment of contributions in the field of awards made by the Ministry and by Local Education Authorities at Universities. The income scale for these awards is applied over the whole range of the standard maintenance grant which itself includes an element for personal expenses as well as providing for the student's board and lodging.\*

59. That scale thus provides us with a suitable general pattern. Moreover, if we assume, as we believe to be the case, that our proposed standard grant for personal expenses, taken in conjunction with the board and lodging provided by the training college, meets the same range of needs for the training college student as do the standard maintenance and vacation grants for his University counterpart, the natural conclusion which presents itself is that parental contributions for students of both types should be assessed according to a single common income scale. If it is agreed that the function of an income scale of the kind with which we are here concerned is to assess a parent's capacity to contribute towards the cost of his children's education and training it would be difficult to justify the retention of separate scales for University and training college students, once the standard grants

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\* Where the contribution due exceeds the total of the appropriate standard figure of maintenance, it is the Ministry's practice to require the students to pay part of the tuition fee, though the Ministry's grant never falls below £30. We understand that University tuition fees are generally substantially less than the full cost of tuition.

available for these two closely parallel stages of training and education had been made comparable in their scope.

60. The present income scale used by the Ministry for university awards which is currently under review is set out in Appendix A.\* At first it may appear more stringent than the present training college scale. It must be borne in mind however that the latter applies only to board and lodging so that on a net income of e.g. £900 the parent of a training college student may in effect be required to pay as much as £155 in the first year of training, if he has to meet the full cost of personal expenses including the initial outlay, estimated at £95, as well as the contribution of £60 which is due on the scale. By contrast, the corresponding contribution on the scale used by the Ministry for university awards, £68, is intended to represent the entire cost to the parent except for some contribution towards the student's maintenance during vacations.

61. We envisage that, as at present, the student's contribution will be re-assessed annually. If parental income remained constant, the assessment for each year would be the same. The grant received by the student would, however, be larger in the first year than in subsequent years since the maximum total grant for the first year would include the initial allowance (£30 for a two-year student, £45 or £55 for a three-year student) in addition to the annual instalment of £65. Correspondingly, where the contribution due on the parental net income was more than sufficient to extinguish entirely the grant for personal expenses, and some contribution fell due also towards board and lodging, this would be smaller in the first year than in the following years.

62. The point at which parental net income was just sufficient to extinguish the grant for personal expenses would also vary as between the first and subsequent years of the course. This point would, however, at all times be considerably higher than the net income level of £500, above which a contribution towards board and lodging now begins to fall due. At all income levels above £500 therefore the present contribution due towards board and lodging would be either entirely extinguished or substantially reduced.

63. The table in Appendix C illustrates these effects of our proposals upon grants and contributions. For convenience, the examples are related to a two-year course and are calculated on the existing income scale used by the Ministry for university awards. It is also assumed for convenience that no travelling expenses are payable in addition to the standard grant for personal expenses and that the parental income on which a student's contribution is assessed remains constant from one year to another.\*

64. We have dealt with these points at some length both because we think it necessary, in view of our terms of reference, to indicate that in considering this matter and in making these proposals we have of necessity ranged beyond the field of personal expenses; and also because the consequential reduction in the total amount paid by way of students' contributions towards board and lodging has an important bearing on the cost of the scheme as discussed in Section XI.

65. Where two children from the same family are concurrently pursuing courses as recognised students at training colleges (or as State Scholars at Universities) the parent is required by the Ministry to pay in total only the amount of a single contribution, which is divided between the two students. For this purpose, neither child ranks as a dependant in the assessment of the

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\* See Note on Page 27.

parent's net income. Nearly all parents in these circumstances benefit considerably from this arrangement. Occasionally, however, a parent with a considerable income may be called upon to pay rather more for two children than for one, since the contribution payable in respect of any one student cannot at present exceed the full amount of the approved boarding fee, and a parent whose scale contribution is, say £250, may have been required to pay only some £150 in respect of his first child at a training college. If a second child from this family enters a college while the first is still in training, a parent in these circumstances becomes liable to pay the whole of his scale contribution. We recommend that this scheme should be continued by Local Education Authorities when, as we envisage, they assume responsibility for the assessment of students' contributions, and that it should be extended to families where one child is a recognised student at a training college or Department of Education while another is concurrently attending a University with an award from a Local Education Authority. We understand that the Ministry of Education, for their part, are ready to continue the existing arrangements where one of the children concerned holds a State Scholarship. Since, under our proposals, the contribution will extend over the grant for personal expenses as well as the boarding fee, it should be even less frequent for a parent to be required to pay substantially more for two children than for one.

66. We have hitherto considered a method of assessment of grant appropriate to the great majority of students who are still dependent upon their parents. For students with private incomes and married students a different method of assessment is necessary. We understand that it is the Ministry's present practice to regard a substantial proportion of the income of such students (including the joint income of husband and wife) as directly available to offset the grant due, once appropriate allowances have been made for the living expenses of dependants and for other kinds of continuing commitments. A similar arrangement would need to be adopted by Local Education Authorities in their assessment of grants under our proposals.

## **X. MACHINERY FOR ASSESSING AND COLLECTING CONTRIBUTIONS**

67. At present a form is submitted annually in respect of each student to the Local Education Authority for the area in which he lives (the "home" Local Education Authority) giving such information about his parents' financial circumstances as is needed to establish their net income for the purposes of the assessment of a student's contribution. The Local Education Authority, after making any necessary enquiries, certifies the form and forwards it to the student's training college. The responsibility for assessing and collecting the contribution due towards board and lodging rests with the authorities of the training college. The student's "home" Local Education Authority on the other hand is entirely responsible for deciding whether to make a grant for personal expenses, and for the assessment and payment of such grants. Some Local Education Authorities may use for this purpose the information given in the return of parental income while it is passing through their hands, but the award of a grant for personal expenses remains a quite distinct process from the assessment of a student's contribution.

68. If a unified income scale were to be adopted, applicable to the personal expenses grant as well as to board and lodging, it would clearly become necessary for the "home" Local Education Authority to undertake the entire responsibility for assessment. For the great majority of students the contribution so assessed would in effect simply reduce the amount of the grant payable by the "home" Local Education Authority for personal expenses. For the small proportion of students whose assessment is sufficiently large to require them to contribute towards their boarding expenses at college, the responsibility for collecting this contribution could continue to rest, as now, with the college authorities. We consider that the administration of this system of assessment would be simplified if it were found possible in due course to adopt a uniform standard boarding fee at all training colleges.

## XI. FINANCE

69. In framing our proposals we have envisaged, as we were asked to do, that financial responsibility for grants towards training college students' personal expenses (including both the standard grants and additional allowances for the cost of travel) will continue as hitherto to be divided between the Exchequer and local rates.

70. So far as the establishment and maintenance of training colleges is concerned, the share of this expenditure which falls to be met by local rates is, as we have previously noted, distributed among all Local Education Authorities in proportion to their school population, a "pooling" arrangement which recognises the national character of the teacher training service.

71. Our present proposals for grants to students would entail considerable additional expenditure (with which we deal in detail below) both to the Exchequer and also to local rates. In our view this expenditure ought not in future to be regarded as of merely local concern. We accordingly recommend that this expenditure should be acknowledged as an integral part of the cost of the teacher training service and should be brought within the ambit of the "pooling" arrangements mentioned above. These arrangements should also extend to the cost of employing Local Education Authorities of the salaries of teachers for the period during which they are seconded to attend a special course for experienced serving teachers, a supplementary course, or such shorter full-time courses as are acknowledged by the Ministry of Education to rank with the one-year courses mentioned above as an integral part of the national programme for the further professional training of teachers.

72. It has been a prime concern of this Report to urge the need for uniformity of practice among Local Education Authorities in place of the present wide diversity which, in our view, constitutes a serious defect in the present system. For most Authorities the adoption of our proposals would entail an upward movement in both rates of grant and income scales. There are, however, a few Local Education Authorities whose present maximum rates or income scales are more generously conceived than those which we now recommend, and these Authorities too would need to conform to the general pattern. The extension of "pooling" to expenditure on grants for personal expenses would, we hope, make the adoption of the rates of grant and income scales which we recommend acceptable to Authorities generally.

73. In our view the two concepts of uniformity and of a national "pooled" charge are inter-dependent. If, therefore, a scheme of assistance based on our proposals is to operate on a national basis, we regard it as essential that a high degree of uniformity should obtain from the very beginning in the rates of grant and income scales adopted by Local Education Authorities. For this reason we do not think that it would be wise to rely on the gradual negotiation of new rates of grant. We accordingly recommend that the Minister should undertake to use the powers at his disposal to secure the adoption of uniform arrangements by all Local Education Authorities for this "pooled" expenditure.

74. We have based our estimates of the cost of these proposals on the estimated capacity of the training colleges and the present distribution by income groups of their students, so far as this can be ascertained, and on the current State Scholarship income scale.

75. On this basis we estimate the total additional cost of these proposals to public funds as a whole, over and above the present annual expenditure on grants for personal expenses of some £510,000, to be about £1,400,000. Of this sum, £892,000 (nearly 64 per cent.) would fall upon the Exchequer and £508,000 (just over 36 per cent.) upon local rates. We have excluded from our estimates the cost of the salaries of teachers employed by Local Education Authorities who may be seconded to attend a course of full-time further professional study of the kind described above in paragraphs 51 to 53.\*

76. Under this division of expenditure, the Exchequer is called upon to meet a rather larger proportion of the total additional cost than the 60 per cent. which forms its share of the expenditure on the Local Education Authority maintained training colleges themselves. This is a consequence of the fact that our proposals, in addition to providing for generally larger grants for personal expenses, would also have the effect of reducing the parental contributions now required towards the cost of board and lodging at training colleges. The resulting diminution in colleges' income would need to be made good by increased expenditure from public funds. At Local Education Authority colleges such additional expenditure would be shared in the usual proportions: at voluntary colleges however it would fall wholly upon the Exchequer since the running costs of these colleges are financed by direct Ministry grants.

77. The adoption of our proposals for the extension of "pooling" arrangements to cover grants for personal expenses would lead to a simplification of the financial arrangements for teacher training as a whole. The pattern we see emerging is one in which the Ministry carries undivided responsibility for grants for students at University Departments of Education (with which our report is not concerned†) and for the maintenance costs of voluntary colleges; while all other expenditure on training colleges and their students is shared between the Exchequer and the rates in the ratio of 60:40, the rate-borne share being equitably distributed by the operation of "pooling".

78. The proposals which we have hitherto made would leave outside this general pattern two relatively minor categories of existing expenditure. The first is the cost of personal and dependants' grants to certain classes of older one-year students, which we have described above in paragraph 47. These grants are at present paid directly by the Ministry. They are however

\* See Note on page 27.

† We note however that the Exchequer would also incur some small additional expenditure if grants to supplementary course students at University Departments of Education were raised to the normal university rate (see paragraph 50) and paid directly by the Ministry, not by students' "home" Local Education Authorities.



exactly comparable in their scope and purpose with the personal expenses grants which we recommend for all students and with the dependants' grant which we recommend for those deferred supplementary course students for whom secondment on salary is impracticable; there accordingly appears to be no good reason why they should not conform to the general pattern and be transferred to the administration and financial responsibility of Local Education Authorities, subject to normal Ministry grant and to the "pooling" of the rate-borne share.

79. The second category of expenditure which at present falls outside our recommended pattern is that on grants to day students towards the cost of their keep at home while they are attending college. This grant is the equivalent, for a day student, to the board and lodging at public expense which a resident student receives at college; it is equally subject to a student's contribution, and the cost to public funds is at present entirely borne by the Ministry. While we are here trespassing somewhat beyond our strict terms of reference, we think that the importance of this opportunity to establish a uniform financial pattern justifies a recommendation that these grants, too, should in future become the responsibility of Local Education Authorities, subject again to normal Ministry grant and to the "pooling" of the rate-borne share.

80. These two recommendations would introduce a rate-borne element into a sphere of expenditure which is at present the sole responsibility of the Exchequer. The total annual amount of this expenditure is about £170,000, of which some £68,000 would be transferred to the rates. We would regard it as equitable that the Exchequer should receive the benefit of this relief, in view of its disproportionately large share of the additional expenditure (mentioned in paragraph 75) which our main recommendations would entail. Such a redistribution would in effect reduce the additional cost falling upon the Exchequer from £892,000 to £824,000 (59 per cent.) and increase that falling upon the rates from £508,000 to £576,000 (41 per cent.).\*

81. The annual expenditure to which our recommendations relate thus amounts in total to about £2,080,000, since, to our proposed additional expenditure of about £1,400,000 (paragraph 75) must be added both the present expenditure on grants for personal expenses (some £510,000) and also the expenditure of about £170,000 on those grants discussed in paragraphs 78 to 80. Of this total of £2,080,000 we estimate that, on the basis of our recommendations taken as a whole, about £1,300,000 (62½ per cent.) would be borne by the Exchequer and £780,000 (37½ per cent.) by local rates.\*

\* \* \* \* \*

82. We wish to record our great indebtedness to our Secretary, Mr. J. D. Brierley, for his lucid exposition of the material placed at our disposal, and for his faithful interpretation of our discussions, particularly in the drafting of this report. We much appreciate also the able assistance given throughout by his colleague Mr. A. W. Thompson, and also by Mrs. M. Collins who was primarily responsible for typing our many documents.

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\* See Note on page 27.

## APPENDIX A\*

### 1. The Training College and State Scholarship Income Scales (paragraph 17)

Net Income	Contributions	
	Training College Students	State Scholars
£	£	£
450	—	Nil
500	Nil	7
600	15	22
700	30	37
800	45	52
900	60	68
1,000	76	84
1,100	93	101
1,200	111	119
1,300	130	138
1,400	150	158
1,500	172	180
1,600	196	204
1,700	222	230
1,800	248	258
1,900	276	288
2,000	306	318
and so on		

### 2. Net Income

Net income is calculated, under the Ministry's rules as follows:—

#### (1) *Income*

The income to be taken is the total income from all sources, earned and unearned, for the last complete financial year ended 5th April, including the wife's income.

It will also include commission, overtime, value of free quarters, meals, etc., value of owner occupied house, family allowances, unemployment benefit, sickness benefit, pension, etc. (but not disability pension).

#### (2) *Charges*

From the income as determined above may be deducted:—

(a) Contributions to a Superannuation Fund under a Superannuation Act or compulsory Superannuation scheme; or

(b) Life Insurance premiums or contributions to a Voluntary Superannuation scheme up to 5 per cent. of the total gross income, if no contributions are payable under (a). (Both (a) and (b) are allowable if the total does not exceed 5 per cent. of the total income).

National Insurance contributions are *not* allowable as a charge against income and should not be so entered.

(c) Ground rent and mortgage interest in respect of property, the annual value of which is included in the income.

Where a parent is unable to state the amount of mortgage interest included in his mortgage payments, the annual value of the house and mortgage payments may both be ignored in the calculations of his income for purposes of assessment unless the annual payments are appreciably less than the annual value of the house.

\* See Note on page 27.



(d) Any other annual charges payable under covenant, i.e. annual payments (*other than* rent, rates, insurance premiums, payments under an "Educational Trust"), which are made under a legal agreement and from which the payer is entitled to deduct income tax.

(3) *Allowances*

Allowances may also be made for expenditure as indicated below by deduction of the amounts specified from the parents' income.

(a) Additional wholly dependent children—

For each additional child, £100.

(b) Other dependants—e.g. other children earning but not self-supporting, or relatives. The allowance which is subject to a maximum of £100, is assessed at the discretion of the Local Education Authority but in no case will it exceed the amount of the parents' assistance.

(c) Where the mother is employed or incapacitated and a housekeeper or domestic assistance is necessary, allowance may be made for additional expenses so caused.

(d) Educational expenses for *wholly dependent children other than the student*.

(i) *School Fees*

The amount of school fees and other educational expenses may be deducted from the parents' income, subject to a maximum of £100 in respect of any child.

(ii) *University education or professional training*

The cost of this as declared by the parent may be deducted from the income, subject to a maximum of £200 for any child.

(4) *Assessment*

The student's contribution is obtained by applying the scale to the actual net income of the parent after the deduction of any charges or allowances.

## APPENDIX B

### Suggested distribution of certain expenditure between College and student (paragraph 25)

A. College	B. Student
(i) Stationery used in examinations and in work prescribed by the College and carried out by a group of students in a uniform manner.	(i) Essential books which remain the property of the student. Stationery for College work, i.e. paper and books for note-taking.
(ii) Material for Teaching Practice to be provided in the main by the School or College.	(ii) Material for Teaching Practice used for special individual schemes, supplementing that provided by School or College.
(iii) Materials for Arts and Crafts, etc., e.g., Weaving, Pottery*.	(iii) Materials in addition to those provided by the College for individual and personal work in Arts and Crafts, etc.
(iv) Essential tools and instruments.	(iv) Small tools and instruments for individual use, e.g., mathematical instruments, dissecting tools for Biology, small tools for Arts and Crafts.
(v) Equipment for sports and games prescribed by the College and not personal to the student.	(v) Personal games equipment for recreational use.
(vi) Crockery and cutlery.	(vi) Crockery and cutlery for private use in the student's own room.
(vii) Bed linen, curtains, soft furnishings and towels.	(vii) Overalls for Biology, Handwork, Housecraft, etc.
(viii) Laundry.	

\* Students in all cases to pay cost price of materials for any articles which they take away.

# APPENDIX C\*

## Relation of Grants and Contributions to Net Income (paragraph 63)

Net Income (see Appendix A)	Present System				Proposed System			
	Each Year		Total during course		1st Year		2nd Year	
	Grant from L.E.A. for personal expenses (1)	Student's contribution towards board and lodging	Grant from L.E.A. for personal expenses (1)	Student's contribution towards board and lodging	Grant from L.E.A. for personal expenses (including initial grant)	Student's contribution towards board and lodging	Grant from L.E.A. for personal expenses	Student's contribution towards board and lodging
£300...	£33	Nil	£66	Nil	£95	Nil	£65	Nil
£500...	£12	Nil	£24	Nil	£88	Nil	£58	Nil
£700...	Nil	£30	Nil	£60	£58	Nil	£28	Nil
£880 (2)	Nil	£57	Nil	£114	£30	Nil	Nil	Nil
£1,065 (2)	Nil	£87	Nil	£174	Nil	Nil	Nil	£30
£1,400	Nil	£150	Nil	£300	Nil	£63	Nil	£156
£1,700	Nil	£222 (3)	Nil	£444 (3)	Nil	£135	Nil	£300

NOTES:

(1) These figures represent the approximate median among Local Education Authorities' widely varying grants.

(2) These net income levels have been chosen as the points at which the proposed standard grants towards personal expenses would be just extinguished in the first and second years of the course.

(3) The contribution actually payable would be limited to the maximum of the approved boarding fee of the college and would rarely exceed £170 per annum.

\* See Note on page 27.

## Summary of Recommendations

### The Requirements of Training Colleges

1. Training colleges should adopt broadly similar practices with regard to the items which they require students to provide for themselves and the costs which they expect students to incur (paragraphs 25 and 26 and Appendix B).

### Grants for Personal Expenses for students attending courses of initial training

2. Standard rates of grant for personal expenses should be adopted by all Local Education Authorities (paragraph 32).

3. For courses of initial training the maximum grant for a student of no means should comprise:—

(a) *For a two-year course* (paragraphs 32 and 36)

An initial grant of £30 and two annual grants of £65.

(b) *For a three-year housecraft course (women)* (paragraph 42)

An initial grant of £45 and three annual grants of £65.

(c) *For a three-year physical education course (women)* (paragraph 43)

An initial grant of £55 and three annual grants of £65.

(d) *For a one-year course* (paragraph 45)

A grant of £95, equivalent to the maximum total grant for a two-year student in the first year of his course, and applicable to the following classes of student:—

(i) Graduates taking a one-year course of professional training in a training college

(ii) Students attending the special one-year course for the Art Teachers Certificate or Diploma, except where this course is held at a University Department of Education (see Recommendation 10 below)

(iii) Mature students taking a general course of training in one year instead of two years

(iv) Students taking the one-year course at a Technical Training College.

### NOTE

This standard rate of £95 would replace the varying rates of personal grant already payable to certain students taking courses of types (iii) and (iv) (paragraph 47).

4. In addition to the appropriate grant for personal expenses, grants should be payable to cover the ascertained cost to resident students of their journeys to and from college at the beginning and end of each term. Similar grants in respect of their daily journeys to and from college should be payable to day students who live at any considerable distance from the college (paragraph 33).

5. The initial allowance element of a student's grant should be paid a few weeks before he is due to begin his first term, provided that he has by then been finally accepted by a training college (paragraph 37).

6. The rates of grant mentioned above should be subject to triennial review on the same basis as those for university awards, but should operate until the end of the forthcoming triennium, i.e. until 1958 (paragraph 34).

### Financial assistance for students attending full-time courses of further professional training

7. For students who attend a supplementary course directly after completing initial training (as continuous students) the appropriate maximum grant for personal expenses should be £65 (paragraph 50) unless the course is held at a University Department of Education (see Recommendation 10).

8. Secondment on salary should become the normal form of financial assistance for serving teachers employed by Local Education Authorities who are selected for

a special course for experienced serving teachers or accepted for a supplementary course (as deferred students) or for certain other shorter full-time courses (paragraph 51).

9. (a) Serving teachers attending courses of the kind described in Recommendation 8, for whom secondment on salary is impracticable, should be eligible for grants towards personal expenses at a maximum rate of £95 (or *pro rata* for shorter courses) unless the course is held at a University Department of Education (see Recommendation 10) (paragraph 52).

(b) Such teachers should also be eligible for dependants' allowances, which are at present available, under certain conditions, for students taking special courses for experienced serving teachers, and these allowances should be extended, for this purpose, to deferred students attending supplementary courses (paragraph 52).

10. For courses leading to the Art Teacher's Certificate or Diploma, supplementary courses and special courses for experienced serving teachers, when held at University Departments of Education, the appropriate rate of grant should be that for students attending the post-graduate course of professional training at a University Department of Education (paragraphs 45, 50 and 52).

### Relation of grants to income

11. All Local Education Authorities should adopt a standard scale for the assessment of parental contributions, and this scale should be the same as that in force for State Scholars (paragraphs 57 to 59).

12. Suitable arrangements should be made for the assessment of two or more children of the same family who are attending training colleges or Universities concurrently with assistance from public funds (paragraph 65).

13. Appropriate standard arrangements should be adopted for assessing the contribution due from married students and those with their own incomes (paragraph 66).

### Administration

14. The assessment of contributions should be transferred from colleges to the student's "home" Local Education Authority. The Local Education Authority would be responsible for reducing its grant for personal expenses accordingly. Where a contribution was due also towards board and lodging this should be collected by the college concerned (paragraph 68).

### Finance

15. The cost of the grants which we recommend above should continue to be shared between the Exchequer and local rates in the same proportions as at present, but the rate-borne share should be "pooled" in the same way as the expenditure falling upon Local Education Authorities in maintaining training colleges. These "pooling" arrangements should also extend to the cost of the salaries of teachers employed by Local Education Authorities, while they are attending special courses for experienced serving teachers, supplementary courses or other shorter full-time courses of further training approved for this purpose by the Ministry (paragraphs 69-71).

16. For this reason, and in conformity with Recommendations 2 and 11, a high degree of uniformity is necessary among the schemes of assistance adopted by Local Education Authorities. The Minister of Education should use the powers at his disposal to secure the adoption of uniform arrangements by all Local Education Authorities (paragraph 73).

17. Expenditure now borne directly by the Ministry on day maintenance grants and upon personal and dependants' grants to certain classes of students should be transferred to Local Education Authorities, subject to normal Ministry grant and to the "pooling" of the rate-borne share (paragraphs 78, 79 and 80).

### **Note by the Ministry of Education**

The estimates of cost quoted in paragraphs 75, 80 and 81 of this Report are based on the income scale which has been used by the Ministry since 1952 for the assessment of State Scholarships. As paragraph 60 of the Report notices, that income scale has been under review. Any changes in that scale, or in the method of calculating net income, would necessarily affect those estimates and also the examples of the relation of grants and contributions to net income given in paragraph 60 and Appendix C.